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Special Project Report

Outdoor Recreation Management Short Course

Clemson University

By

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Assessment of TVA's Recreation Resources Management Policy At Central District Recreation Areas - 1980

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Abstract

The Division of Land and Forest Resources recreation resources management policy has been in effect since April of 1979 at Watts Bar Lake recreation areas and since April of 1980 at Nickajack Lake recreation areas. Additional campsites were built at several public campgrounds, along with dumping stations, toilet buildings, entrance gates, and other recreation facilities. Recreationists who used Watts Bar recreation areas during the 1979 recreation season in response to the new management policy returned to these areas in 1980, indicating a sustained change in the clientele. Drastic and positive changes, similar to the changes that occurred at Watts Bar areas, also occurred at Nickajack recreation areas operated under the new management policy for the first time. The rowdies, hell-raisers, and vandals have been replaced by families with children and senior citizens. Only one serious law enforcement problem resulting in injury to a resident manager occurred during the 1980 season. Visitor control appeared to be the most difficult problem managers faced during the 1980 season. The method of assessing fees at public campgrounds and informal use areas was changed for 1980. Although the change resulted in higher fees for some groups, few complaints were received regarding the change. The method of registering campers also changed for the 1980 recreation season. Instead of allowing campers to register for multiple days, campers were restricted to registering for one day at a time. Campers and resident managers voiced complaints regarding single-day registration. Campers felt restricted to their sites, and managers felt the new methods were too time consuming. Most campers were satisfied with campground facilities, although some requested that TVA install individual electric and water outlets.

Overall the recreation resources management policy's second year of existence gets a passing grade. Finding an effective and cost-efficient solution to the visitor control problem should be given number one priority. The benefits gained from daily registration should be given close scrutiny.

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Introduction

Since the beginning of TVA's public use area program in 1969, we have not provided intensive onsite management of these recreation areas. Our areas have been used for a variety of purposes, many of which conflicted with each other. Increased user conflicts, law enforcement problems, and overuse of our recreation areas pointed to the need to develop a more intensified recreation management policy. Such a policy was approved in December 1978 and implemented in the summer of 1979.

Community Briefings

Community briefings were held at the beginning of the 1979 and 1980 recreation seasons to inform the public of the policy implementation and to get public input from concerned citizens. The meetings attracted county officials, local users, local businessmen, and commerical campground operators.

Users and local businessmen were concerned about the availability of campsites. Local businessmen took a slightly different view of the campsite availability situation. They felt that limiting the number of campers allowed in our campgrounds would reduce the amount of camper supplies they would sell. It was unfair, they said, for TVA to limit camping now after encouraging it for so many years. They contended that camper purchases contributed a large part of their annual revenues.

Policy Implementation

We implemented the policy on one reservoir, Central District's Watts Bar Lake, in the summer of 1979. Five Central District recreation

areas (four camping, one day use) were affected by the policy in 1979. In 1980 we expanded implementation of the management policy to other Central District lakes as well as throughout the entire Tennessee Valley region (Exhibit 11). Four additional recreation areas on Central District's Nickajack Lake were managed and operated under the new policy in 1980, bringing the total number of recreation areas affected by the recreation management policy in the Central District to nine.

In accordance with our management policy, we placed resident managers in each public campground and at Rhea Spring and Maple View day-use areas. Resident managers were responsible for the daily operation of their recreation areas. They registered campers, collected and accounted for fees, and maintained the cleanliness of their areas. A district staff member was assigned to Watts Bar and Nickajack Lakes to directly supervise the resident managers.

Site Modification

Some major and minor site modifications were necessary to prepare our recreation areas for management under the new policy. This was particularly true of the areas designated as public campgrounds.

In preparation for the recreation season, new information and directional signs were erected at all recreation areas, with the exception of the center's ferry boat ramp. Dumping stations were provided at each camping area. Additional restrooms were also built at several of the camping areas.

As mentioned earlier, both the users and local businessmen were concerned about the availability of campsites at our recreation areas.

Table 1

Recreation Area	Designation	Policy Implementation Date	Number of Sites
Watts Bar Lake			
Watts Bar Dam Reservation	Public Campground	1979	61
Fooshee Pass	Public Campground	1979	62
Hornsby Hollow	Public Campground	1979	64
Riley Creek	Public Campgroun	1979	26
Rhea Springs	Day Use Area	1979	-
Nickajack Lake			
Running Water	Public Campground	1980	47
Shellmound I	Public Campground	1980	34
Nickajack Dam	Informal Public Use Area	1980	21
Maple View	Day Use Area	1980	-
		Total Sites	315

Responding to this concern, we built impact campsites (Exhibit 3) at Fooshee Pass, Hornsby Hollow, and Shellmound. The addition of these sites increased the total number of TVA campsites at the nine developed camping areas on Watts Bar and Nickajack Lakes to 315 (Table 1). Individual electric and water hookups are not provided at Central District campgrounds.

Camping Fees

Under this recreation management policy, fees were charged for camping at developed areas designated as public campgrounds and informal public use areas. In 1979 the camping fee was $4 per site per night at public campgrounds. Overcrowding and resident manager confusion as to how to charge multiple family/vehicle groups resulted in a change in the fee charge policy for 1980. In 1980, camping fees at public campgrounds were $4 for the first four people per site per night per camping vehicle, and fifty cents per additional person. A maximum of 10 people or 2 camper vehicles was allowed at each site. The same fee structure applied to informal public use areas, except that the base camping fee was $3 instead of $4.

Campground Operation

A resident manager lives onsite at each Central District public campground and day-use area. Resident managers at public campgrounds are responsible for registering campers, collecting fees, handling visitor/user information requests, enforcement of rules and regulations, and the cleanliness of their respective recreation areas. With the exception of user registration and fee collection, resident managers' duties at day-use areas are the same. The resident manager of Shellmound Public Campground was also responsible for the operation of Nickajack Dam informal use area.

At public campgrounds and informal use areas prospective campers enter the campground and select their own campsites. There are no manned control gates. At various times throughout the day, the manager routinely checks the campground for new arrivals to assure that all have paid the required user fee. Managers keep track of who has paid on a site occupancy record (Exhibit 4). Campers are required to register and pay on a daily basis, and to display their camping permit on their camper vehicle. Managers of public campgrounds who have informal use areas adjacent to their campgrounds are also responsible for the orderly operation of these areas.

Literature Review

Several factors influence campground occupancy rate: (1) location factors, (2) natural environment factors, and (3) manmade environment factors. Any one of these factors may be more accurate than the others in predicting occupancy depending on the preferences of users. The most accurate predictor of campground occupany was the percentage of waterfront sites in a campground, a combination of natural (lake) and manmade (campsites built on the lakeshore) environments. The presence of water has been proven as a good predictor of campground use in other studies. The size of campgrounds was found to influence the selection of one campground over another. Some users prefer large campgrounds, while others prefer smaller, less developed areas.

The concept of the camping-involvement cycle assumes that there are stages through which people move as they become involved in, and then eventually leave, camping. Research on the camping-involvement cycle indicates that the majority of camping market growth cannot come from newcomers to the market.

Future market growth will depend on increasing the active involvement of those who have camped in the past. The demand for camping that occurred during the 1960's was also accompanied by increases in (1) consumer confusion, (2) campground crowding, (3) rising costs, and (4) a diversity in camping motivation. To overcome these problems, suppliers of camping areas must (1) change the image of camping, (2) encourage a shift from potential camper to active camper, and (3) erase the users' recollections of their last camping trip.

Campground design research indicates that the process of "creeping" campground development forces out a sizable segment of the camping population that is seeking solitude and contact with nature. A growing body of research demonstrates that the so-called "average" camper does not exist. Rather, different groups of campers have different interests and preferences. Camping has become a social experience, and many campers are now demanding more "creature" comforts. A wider diversity of camping opportunities needs to be provided.

Recent studies suggest that some rethinking of the argument that construction, operation, and maintenance costs per camping unit decrease as the size or number of units increase may be in order. Other factors such as topography and vegetation also influence these costs. On the other hand, some studies have shown that campgrounds with a minimum of 20 sites do have lower operation and maintenance costs per site.

Fee administration at recreation sites is considered a stressful, undesirable assignment on many Forest Service ranger districts, particularly where seasonal employees have not been carefully selected. Permanent employees suited to the task are satisfied with their assignment, and the program is remarkably successful in those situations.

Recreation fees can be used as a management tool to (1) regulate resource use, (2) modify visitor behavior, and (3) generate revenue. New Hampshire instituted differential fees for waterfront and inland sites and established preferential fees for residents over nonresidents in 1973. Fees for waterfront sites and nonresidents were increased, while fees for inland sites and residents were reduced. A study of the effects of differential pricing indicated that higher fees at waterfront sites did not change the average length of stay at these sites. On the other hand, differential pricing of waterfront and inland sites did generate a substantial increase in fee revenues from waterfront (88 percent) and inland (41 percent) sites. Preferential treatment of residents over nonresidents did not appear to increase the average length of stay or encourage repeat visits by residents.

Methodology

Several methods were considered to gather information on the 1980 recreation season: typed questionnaire, individual interviews, and group meeting. I chose the "group meeting" method for a number of reasons. The group meeting would bring all the resident managers together at one time. This would give each manager the opportunity to exchange ideas and concerns, I felt that this conversation, back and forth between the managers, would stimulate those managers who were reluctant to speak. Bringing all the resident managers together at one location would also help to create a feeling of cohesiveness and allow interaction between the resident managers and the district staff that were present. The one-time, one-location meeting also enabled district staff the opportunity to attend the meeting and provide input into last year's recreation season.

The meeting lasted approximately 2 1/2 hours. The entire session was tape recorded, and later transcribed. Information gathered in the meeting follows.

Results of Resident Manager Meeting

Camper Registration and Camper Permit

Camper registration was one of the major concerns of resident managers during the 1980 recreation season. Campers registered on a daily basis (one day at a time) during the 1980 season (multiple-day registration was used during the 1979 season). Managers were unanimous in their feelings that daily registration of campers was too time consuming. Fifty percent of their time, they said, was spent registering campers. They felt that this took away from their other duties. Managers who managed campgrounds for the 1979 season said they used three to four times as many camper permits during 1980 than 1979. The daily registration of campers was, in their opinion, less efficient and made it difficult to account for fees. District Administrative Services staff echoed these feelings.

Resident managers also felt that daily registration reduced the amount of fees they could have collected due to a lack of financial commitment on the part of the users. If campers were dissatisfied for any reason, they simply moved out. Since they had only paid for one day, no serious financial loss was incurred. Managers felt that had the campers registered and paid for more than one day, many would have stayed longer, thus improving campground occupancy and campground collections.

Managers also reported that campers expressed resentment to the daily registration requirement. Campers felt tied down to their campsites awaiting the daily return of the manager to collect the camping fee--the primary time for registering campers was around 5 o'clock in the afternoon.

Resident managers expressed the need for some means of identifying occupied sites. Occasionally, campers in self-contained camping units left their rented sites to go sightseeing or to the grocery store, taking all of their camping equipment with them. Potential campers seeking a site would consider that site vacant and set up their camping equipment. A rather difficult situation occurred upon the return of the temporarily absent self-contained camping unit.

Resident managers had some difficulty in using the booklets of camper permits. In the opinion of the managers, the permits are bound in the booklet upside down. Since the carbon copies of the used permits remain bound in the booklet, this upside-down arrangement makes it difficult to record information on the last permits. Managers also commented that the carbonless permits are not suited for use in wet weather, as they are easily ruined when rained upon.

Response to Camping Fees

Fee Acceptance--Resident managers reported that campers generally accepted the fees at first-year camping areas: Shellmound Public Campground, Nickajack Dam Informal Use Area, and Running Water Public Campground. Campers at Shellmound and Running Water Public Campgrounds wanted water and electric hookups. Although campers at Running Water, which is located just off of I-24, accepted the $4 fee, they felt that the fee was too high for the

services provided. Resident managers at camping areas where the policy and fee were implemented in 1979 said they had very few complaints about fees during 1980.

Change in Clientele--The clientele change that occurred during the 1979 recreation season when the policy and fee were implemented on Watts Bar Lake campgrounds continued for the 1980 recreation season. Managers at these second-year campgrounds reported that many of the 1979 users were back in 1980. The "family" campground atmosphere appeared here to stay, they said. Senior citizens and families with small children returned to managed camping areas.

A drastic change occurred at Shellmound and Running Water Public Campgrounds and Nickajack Dam Informal Use Area. Gone were the rowdy crowds of the past. Families with small children and grandparents now camped in these areas. Families said they felt safe at areas that were frequented in the past by groups who were intent on having a good time at the expense of others.

Rowdyism and Vandalism

Consistent with the changes mentioned above, incidents of rowdyism and vandalism were reduced substantially. An outboard motor was reportedly stolen at one of the public campgrounds. Vandals stole the mirrors out of one of the restrooms at Hornsby Hollow Public Campground. The most serious incident occurred at Shellmound public campground. The resident manager was seriously injured in a disturbance that occurred during the July 4th weekend. Managers felt that there was less chance of vandalism in crowded campgrounds.

Visitor Control

Visitor access to campgrounds continued to create problems with resident managers. Since there are no manned control gates at campground entrances, the public (campers, legitimate visitors, and "cruisers") has free access to the campground. The only deterrents are the entrance (Exhibits 5 and 7) and registration signs (Exhibits 6 and 8) that describe who is allowed in camping areas. Many noncampers apparently ignore these signs. Managers were concerned about the numbers of "visitors" and the problem of identifying visitors. Local residents created most of the problems. Managers of second-year campgrounds reported that "visitors" were less of a problem during the 1980 recreation season than the 1979 season.

Rules and Regulations

Campground rules and regulations were also discussed. Managers felt that the majority of the rules and regulations were enforceable. However, managers felt that the rules prohibiting trail bike and moped use within the campground and the rules prohibiting the hanging of lanterns on trees were not enforceable. The manager at Fooshee Pass was particularly concerned with the moped/trail bike rule. The rule prohibiting campers from leaving unattended camping equipment at their campsites caused some managers problems, particularly where fishermen were involved.

Nickajack Dam Informal Use Area

Under the informal use area concept, both campers and picnickers use the same area. This mixture of uses caused the manager of Shellmound Public Campground, who also had responsibility for managing Nickajack Dam

Informal Use Area, problems. Picnickers are able to use a site for day-use purposes until 10 p.m. This, they felt, displaced potential campers. Nickajack Dam Informal Use Area also attracted a different type of camper. Most of the informal use area campers were fishermen who left their sites unattended for extended periods of time while they were out fishing. This not only created registration problems but also increased the possibility of theft and vandalism to their property. More litter and vandalism occurred at the informal use area than at the public campground.

Information Flow/Communication

Communication between resident managers and District staff was good. On dam reservations, managers felt that TVA public safety officers (PSO) should be kept better informed as to the rules and regulations and the overall operation of the new management policy. A conflict occurred at Watts Bar Dam public campground when the PSO approved the use of fireworks in the day-use area portion of the dam reservation, while the resident manager had informed campers that fireworks were not permitted, in accordance with posted rules and regulations. Managers were also inconvenienced by campers who wanted to use their private telephone for personal calls.

Other

Resident managers reported that they had few identification problems. The resident manager caps and magnetic signs were adequate in overcoming initial identification problems experienced during the 1979 recreation season.

Recreation programs were conducted at Shellmound Public Campground and Watts Bar Dam Public Campground. Users generally accepted and

welcomed these programs. The Watts Bar Dam resident manager felt that the recreation interns stationed there could have been more responsible in the performance of their jobs. He stated that frequently he or his wife had to sign for material delivered to the campground because the interns could not be found. Both resident managers felt the interns should have their own private telephones.

Discussion/Recommendations

Camper Registration

Campers are required to register and pay their camping fees on a daily basis. This requires that campers be available at their site each day of their stay. This daily requirement is the prime reason managers spent half of their time collecting fees. Although the daily fee requirement forces managers to "cruise" throughout their campground, this benefit should be weighed against the manager/camper costs. Studies have shown that fee collection can be a stressful and undesirable assignment for campground managers, particularly where managers are not really suited to this type of work. In view of our requirement for daily collection of fees, the stress associated with fee collection may be magnified. This stress may be reflected in the managers' performance, and in the campers' willingness to be available at their campsites to pay the fees. Perhaps the managers' comments regarding campers' resentment toward having to be at their campsites every day is a manifestation of this stressful situation. Also the possibility of reduced fee collections exists because of the daily fee collections.

In view of the above, some modification of the registration policy should be explored. Multiple day registration of campers would not only reduce the resentment campers feel toward daily registration but also reduce the time needed to process camping permits in the field and at the district office. The "financial commitment" created by multiple-day registration may also encourage longer stays by campers. Managers would still have to make daily checks (as a maximum) of their campgrounds to assure that everyone has paid. Random "audits" of district campgrounds by district staff would "encourage" resident managers to maintain accurate and up-to-date records.

Although campers are required to display their camping permits, no place common to all campsites is provided. Some campers displayed their permits on their camping vehicles; others "displayed" their permits in their wallets or pockets. Frequently managers had to ask campers for their permits, further adding to the managers' stress and the campers' inconvenience. A method of identifying occupied sites would be particularly helpful in those instances when campers with self-contained camping vehicles leave the campground.

Camping Fees

Camping fees were accepted at the Nickajack Lake camping areas in 1980 with less protest than occurred at the Watts Bar Lake camping areas in 1979. Perhaps this was due to the fact that the "word" had gotten around since the Watts Bar experience. Even the change in the method of assessing the fees caused less protest than was anticipated. Campers apparently accepted the fees as a sign of the times and welcomed the change that occurred in the clientle.

The majority of the "fees are too high" complaints occurred at Running Water Public Campground, located adjacent to I-24. Many of the users of this area were transit campers, en route to some destination camp further down the road. Having frequented "full service" campgrounds with a full complement of creature comforts (electric and water outlets) along the way, these users resented having to pay a fee at a campground not having these amenities, despite the fact that the $4 fee is approximately half the fees paid at "full service" campgrounds.

In these times of reduced budgets, any method of generating additional money to cover more of the operation and maintenance costs of our campgrounds should be explored. One such method is differential pricing of campsites. Research conducted at campgrounds in New Hampshire showed that differential pricing of campsites based on location of the sites reduced occupancy of the higher priced, more desirable sites just slightly below what it would have been without the price adjustment. However, total fees collected increased considerably. Campsites at several Central District public campgrounds could be operated under this type of site-pricing policy. Fees for the more desirable shoreline sites could be increased in price, while fees for sites with less desirable locations could be reduced. More revenue would be generated from the waterfront sites because of their desirability and higher fees. The lower priced, less desirable sites would attract those users who enjoy camping but have limited funds. The possible benefits of this concept warrant additional study to assess the cost/benefits associated with differential pricing.

Rowdyism and Vandalism

The new policy continues to reduce the incidents and the severity of rowdyism and vandalism. The incidents that occurred at district

campgrounds were minor in comparison to incidents that occurred before the policy was implemented.

Perhaps the greatest testimony to the policy's effectiveness in instilling a sense of calm and safety at district campgrounds is in the comments made to resident managers. Families with young children and grandparents are common sights at district campgrounds. Campers commented they felt safe at our managed camping areas, safe enough to leave their sites feeling relatively confident that all of their belongings would still be at their sites upon their return.

An interesting contrast can be seen when one compares the incidents of littering in Shellmound Public Campground and Nickajack Dam Informal Use Area. The Shellmound resident manager, who had responsibility for both the public campground and informal use area, reported that the day users of the informal use area littered much more than the campers in either area. This contrast becomes even more interesting when one considers that the Rhea Spring resident manager reported that day users in that day-use area littered only very little. Could the mixing of campers and day users in the same area create a climate that contributes to higher incidents of litter? Under the old public use area program, campers and day users mixed in the same area, resulting in numerous law enforcement problems. The similarity between the current informal use area designation and the old public use areas warrants further study to determine the long-term consequences of mixing users.

Visitor Control

Visitor control is perhaps the biggest problem resident managers have to deal with. Control of visitors is also the one factor that may force

a change in our current system of operating public campgrounds. The visitor problem may be divided into two separate and equally troublesome parts: (1) controlling the number of visitors allowed at each site and (2) identifying bona fide visitors from imposters who simply want to cruise through the camping area.

Several managers resorted to keeping entrance gates closed, and others occasionally stood vigil at entrance gates to gain control of the visitor influx. The manned gate option would provide adequate visitor control. However, the closed entrance gate would only provide a mirage of control. At best this method would deter only honest individuals. Persons intent on doing some mischief might assume that the closed gate would give them more privacy.

A consistent means of dealing with the control of visitors needs to be developed. One possible solution is to register visitors as they enter the campgound. This would require a manned control station. Registering visitors would enable the manager to determine if the visitors actually knew a camper. Managers would also be able to control the number of visitors allowed at each site. Another solution to the visitor control problem would be to construct a parking lot at the campground entrance and require visitors to park their vehicles there and walk to the campsite they wish to visit. This would surely eliminate the habitual cruiser (no one likes to cruise on foot). This method would also reduce visitors to those who actually needed to visit and reduce the number of vehicles at each site.

The key to an effective means of controlling visitors is registration. Everyone who enters the campground should be registered. A manned control station, a remote control entrance gate, or a visitor parking lot would

be ineffective if visitors were not required to register upon entering the campground.

Communication

Overall, communication between resident managers and district staff was good. District staff were available seven days a week to respond to managers' questions. Managers reported that local law enforcement officers were easily contacted via telephone and promptly responded to their calls. The one communication problem that did occur involved TVA PSO at Nickajack (Shellmound Public Campground) and Watts Bar dam reservations. Prior to the attack on the resident manager at Shellmound, the resident manager had a portable transceiver that provided direct contact with dam PSO. The transceiver was returned to the PSO just before the July 4th holiday, the time of the attack on the manager, leaving the manager with no sure way of contacting the PSO. On Watts Bar, the PSO gave information to the public that was contrary to the rules and regulations in force at that recreation area.

Both of these incidents point to a need to establish better communication with TVA PSO concerning the new recreation policy and the operation of these recreation areas. PSO should be invited to the yearly resident manager orientation meeting that is conducted prior to each recreation season. Resident managers of dam reservation recreation areas should be provided with portable transceivers that put them in direct contact with PSO. The operation of dam reservations and recreation areas will benefit from the improved cooperation that will result from the adoption of these suggestions.

Summary

The 1980 recreation season at Central District recreation areas concluded with relatively minor problems. Visitor control and camper registration provided the biggest headaches for resident managers. Both of these problems warrant further evaluation by district and division staffs. The visitor control problem is the most serious because of the potential for abuse. An acceptable solution to this problem--registration of visitors or prohibiting visitors--could cause drastic changes in our present resident manager method of operating these recreation areas. Serious thought should be given to returning to the multiple-day registration of campers. Both the camper and resident managers are dissatisfied with this method of operation. Campground fees and facilities appear to be in line with the majority of users' expectations, although a few requested that TVA install individual water and electric outlets. The concept of differentially priced campsites is a concept that should be researched in greater detail to determine the costs (administration, accounting, etc.) and benefits (increased fee revenues).

Exhibits

Exhibit 1.

POLICY STATEMENT

TVA RESERVOIR RECREATION FACILITIES

TVA builds and operates recreation facilities at selected locations on its reservoirs to help meet the need for public access to lakes and for use of TVA lands and shorelines. Types of recreation areas are designated and developed by TVA as: (1) boat launching ramps, (2) day-use areas, (3) group camps, (4) public campgrounds, and (5) informal public use areas. Fees are assessed for use of public campgrounds and group camps and camping use of informal public use areas. No fees are charged for use of boat launching ramps, day-use areas, and unimproved land. Onsite management is provided at public campgrounds and other recreation areas as required.

TVA works with Federal, State, and local public agencies and, where appropriate, with private interests in development, operation, maintenance, and management of TVA recreation facilities. Selected fee and nonfee areas are made available to public agencies for operation as public recreation areas. Certain fee areas are leased to private profit-oriented parties for operation as public commercial recreation enterprises. TVA retains direct responsibility for all sites not turned over to other public or private interests. TVA avoids development of camping facilities where nearby existing or planned private facilities of similar type and quality are capable of meeting public needs.

All facilities developed under this program are constructed, maintained, and operated according to TVA standards and guidelines to assure the areas are safe, sanitary, and available to the general public and to ensure, to the extent possible, that they complement surrounding land uses.

Area Designation and Management

Public Boat Ramp--Use will be limited to boat launching only. Only ramp, parking, and a courtesy pier will be developed. No overnight camping will be permitted. No user's fee will be assessed.

Day-Use Areas--Use will be limited to those activities customarily engaged in during the daylight hours, including but not limited to picnicking, swimming, boat launching, hiking, and fishing. Facility development will vary according to sites, but may include picnic sites, restrooms, showers, swimming beach, boat ramps, interpretive facilities, open play space, and bank fishing facilities. No overnight camping will be permitted. No fee will be charged. Activity programming including environmental/energy education and interpretation will be conducted at selected sites.

Informal Public Use Areas--Management of these areas will accommodate a variety of uses, including day-use activities and overnight camping. Facilities will be developed to accommodate both uses. Where overnight camping is permitted, separation of day users and campers will be achieved through design, site development, and use regulations. A fee will be charged for overnight camping only, in accordance with Public Law 93-303. Overnight camping use will be limited to 14 days per visit in each camping area.

Group Camp--Use will include both day-use activities and overnight camping. Users will be limited to organized clubs and groups (handicapped, church groups, school groups, seniors citizens, and the disadvantaged). Advanced reservations will be required. Fees will

be charged for use of camp. A fee schedule based on the ability of respective groups to pay will be developed. Camping units, sanitary facilities, pavillions, environmental/energy and interpretive facilities, and open play areas will be provided.

Public Campground--Overnight campers will be the only permitted users. A full complement of facilities could be included in these areas (toilet-shower buildings, camping sites, swimming beach, etc.). Resident managers will be provided at each area. User fee will be charged in accordance with Public Law 93-303. Fees will be comparable to fees charged at similar areas. Overnight camping user will be limited to 14 days per visit in each camping area. Activity programming will be conducted at selected sites.

RULES AND REGULATIONS AT TVA RECREATION AREAS

TVA provides these facilities for your convenience and enjoyment. Successful operation of this area depends upon your cooperation and compliance with the following rules and regulations:

1. Camping is on a first-come, first-serve basis.
2. Camping is permitted at designated (numbered) sites only.
3. Camping stay is limited to 14 consecutive days.
4. Checkout time is 5 p.m.
5. Camping equipment must be completely removed from site upon departure of camper.
6. Campground gates are closed for security from 11 p.m. to 6 a.m. If you must leave or return between these hours, please contact your Resident Manager.
7. Visitors to registered campers are permitted between 7 a.m. and 10 p.m. After 10 p.m., basic camping fee is charged.
8. Unattended camping vehicles and equipment may not be left in the area overnight.
9. Camping in a fee area without payment of designated fee is prohibited.
10. Valid camping permit receipt must be displayed on camping vehicle windshield.
11. Place all garbage and refuse in trash cans or dumpsters.
12. Fires shall be confined to fireplaces, grills, or other appropriate facilities (where provided). Where no facility is provided, camper shall use reasonable care in handling campfires.
13. Never hang lanterns directly against trees. The heat from the lantern will eventually kill the tree. Hang lantern from clothesline suspended between trees, on lantern hangers, or place it on the table. If you use a clothesline, please remove it upon departure.
14. Do not cut, damage, pull up, or drive nails into trees or shrubs.
15. Respect your "camper" neighbors--observe quiet hours from 10 p.m. to 6 a.m.
16. Firearms, fireworks, and alcoholic beverages are prohibited.
17. The operation or use of any noise producing device in such a manner as to unreasonably disturb, annoy, or endanger persons is prohibited.
18. The operation of any motor vehicle, including offroad vehicles, mini and trail bikes, and mopeds within a recreation area in such a manner as to disturb others is prohibited. No motorized vehicle is allowed off the roadways.
19. All pets must be kept on a leash at all times.
20. REPORT ALL DISTURBANCES TO YOUR RESIDENT MANAGER!

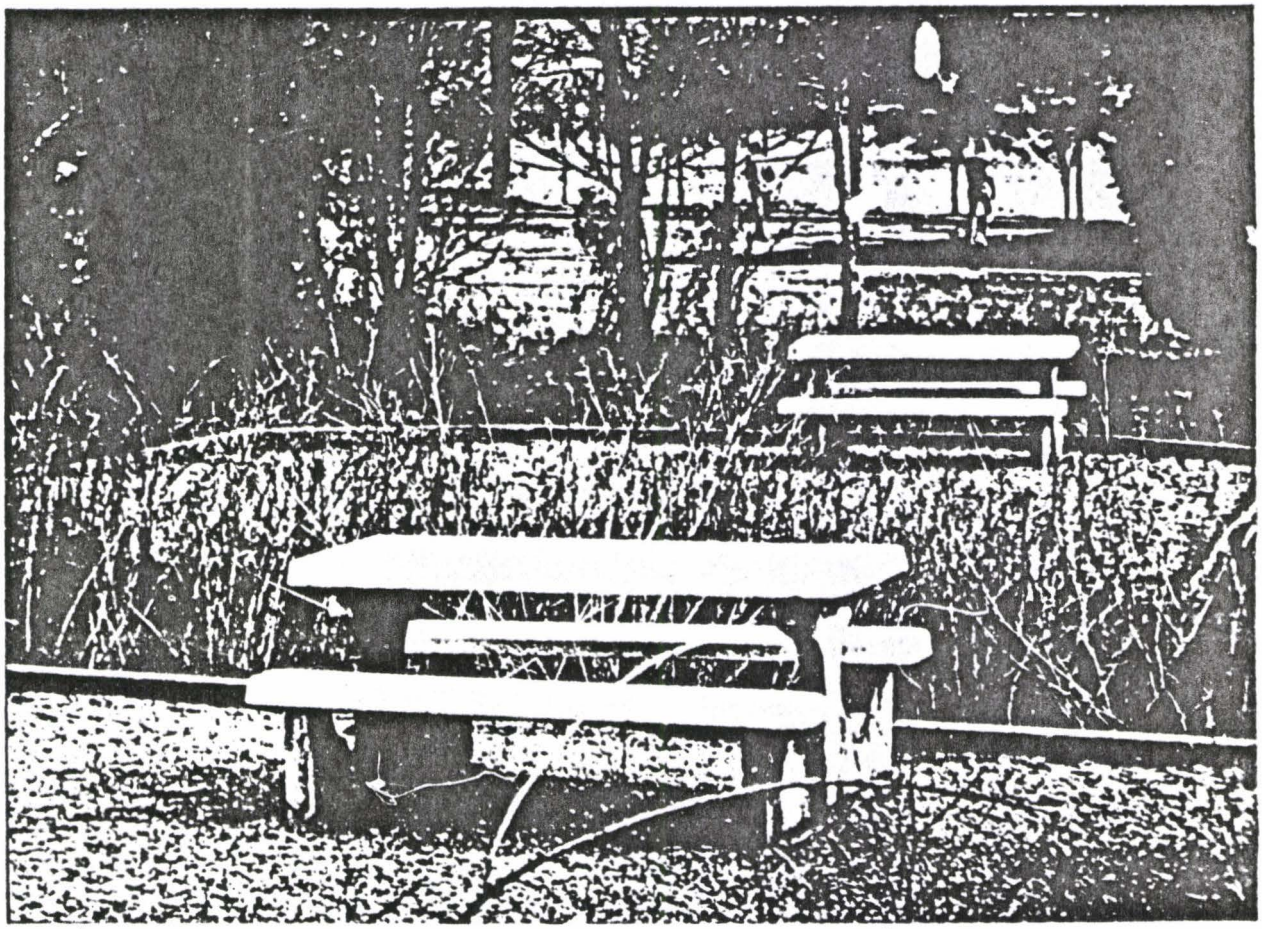
Your Resident Manager is here to assist you in any way possible. Please cooperate with him. Interference with your Manager and any government employee in the conduct of his official duties pertaining to the administration of these regulations is prohibited by law. Enjoy your stay.

ATTENTION!!!

If you are 62 years of age or older, you are eligible for a Golden Age Passport. Not only are these passports free, but they also entitle you to a 50 percent discount in use fees (camping fees) at Federal recreation areas, including TVA camping areas. Contact your Resident Manager for details.

Exhibit 2.

Exhibit 3a.



New impact campsites (Shellmound Public Campground).

Exhibit 3b.

Typical campsites at TVA recreation areas prior to construction of impact campsites (Shellmound Public Campground).

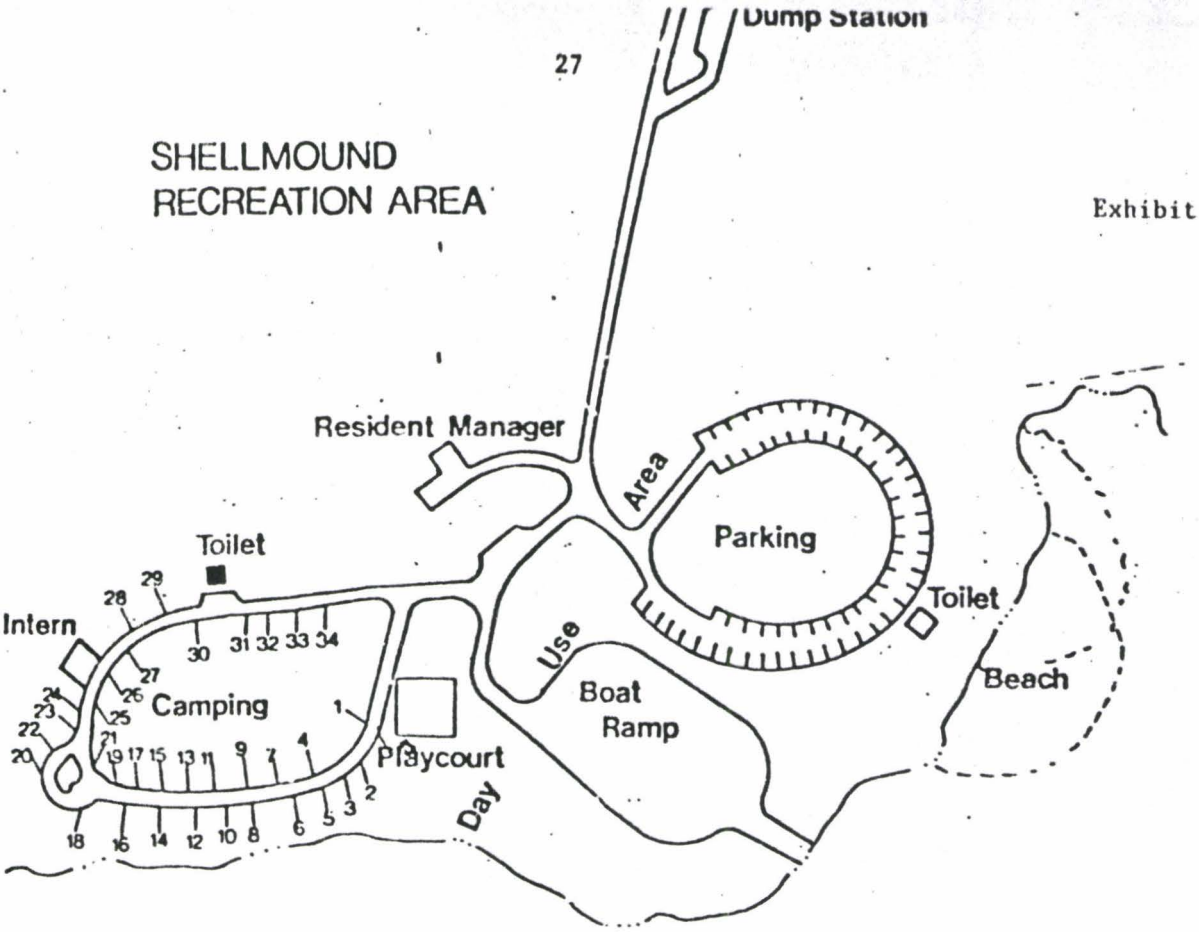


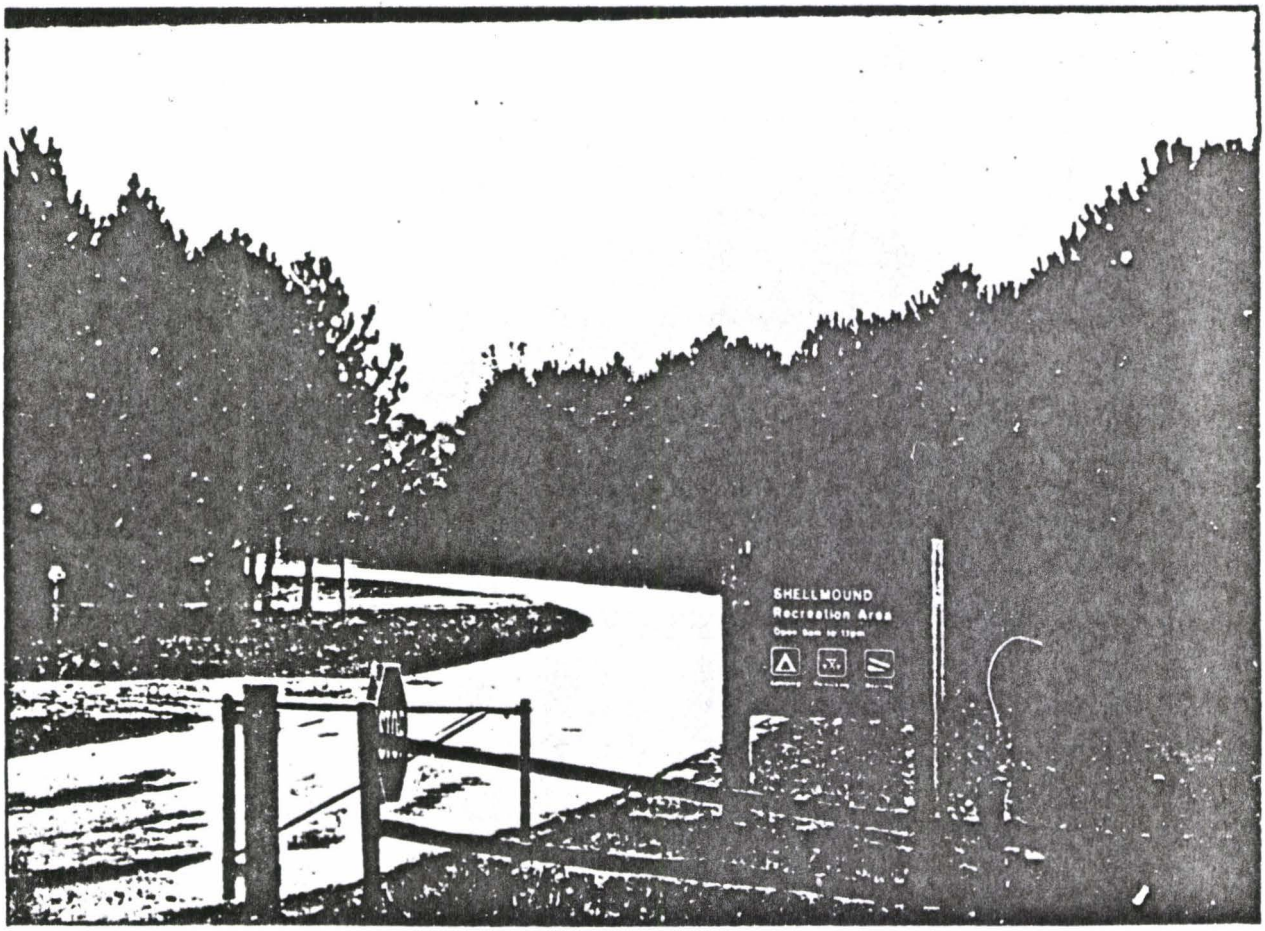
Exhibit 4.

SITE OCCUPANCY RECORD

Site no.	Expected Departure	Site no.	Expected Departure	Site no.	Expected Departure
1		23		45	
2		24		46	
3		25		47	
4		26		48	
5		27		49	
6		28		50	
7		29		51	
8		30		52	
9		31		53	
10		32		54	
11		33		55	
12		34		56	
13		35		57	
14		36		58	
15		37		59	
16		38		60	
17		39		61	
18		40		62	
19		41		63	
20		42		64	
21		43		65	
22		44		66	

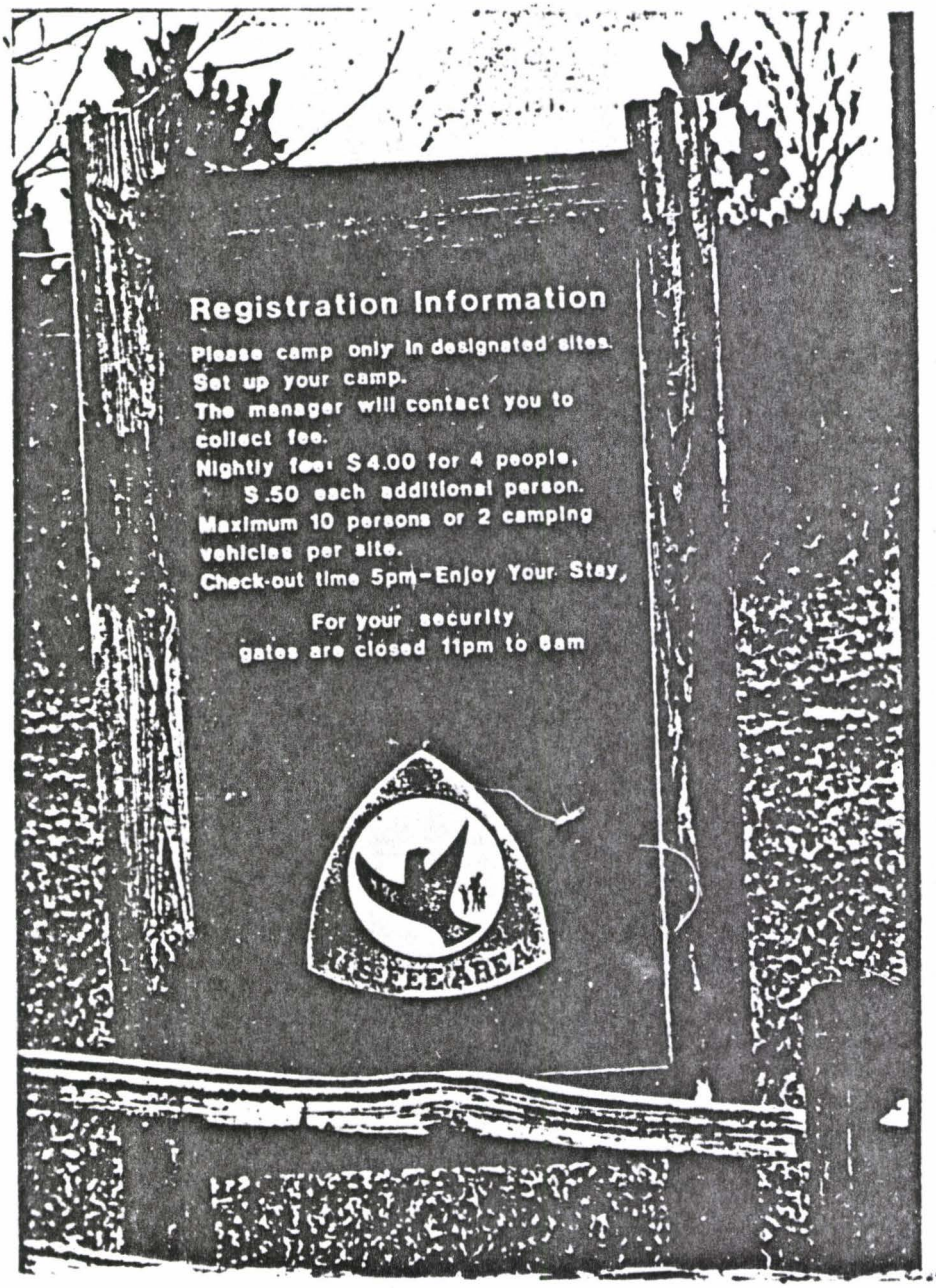
Site occupancy record used for recording occupied sites and departure dates.

Exhibit 5.



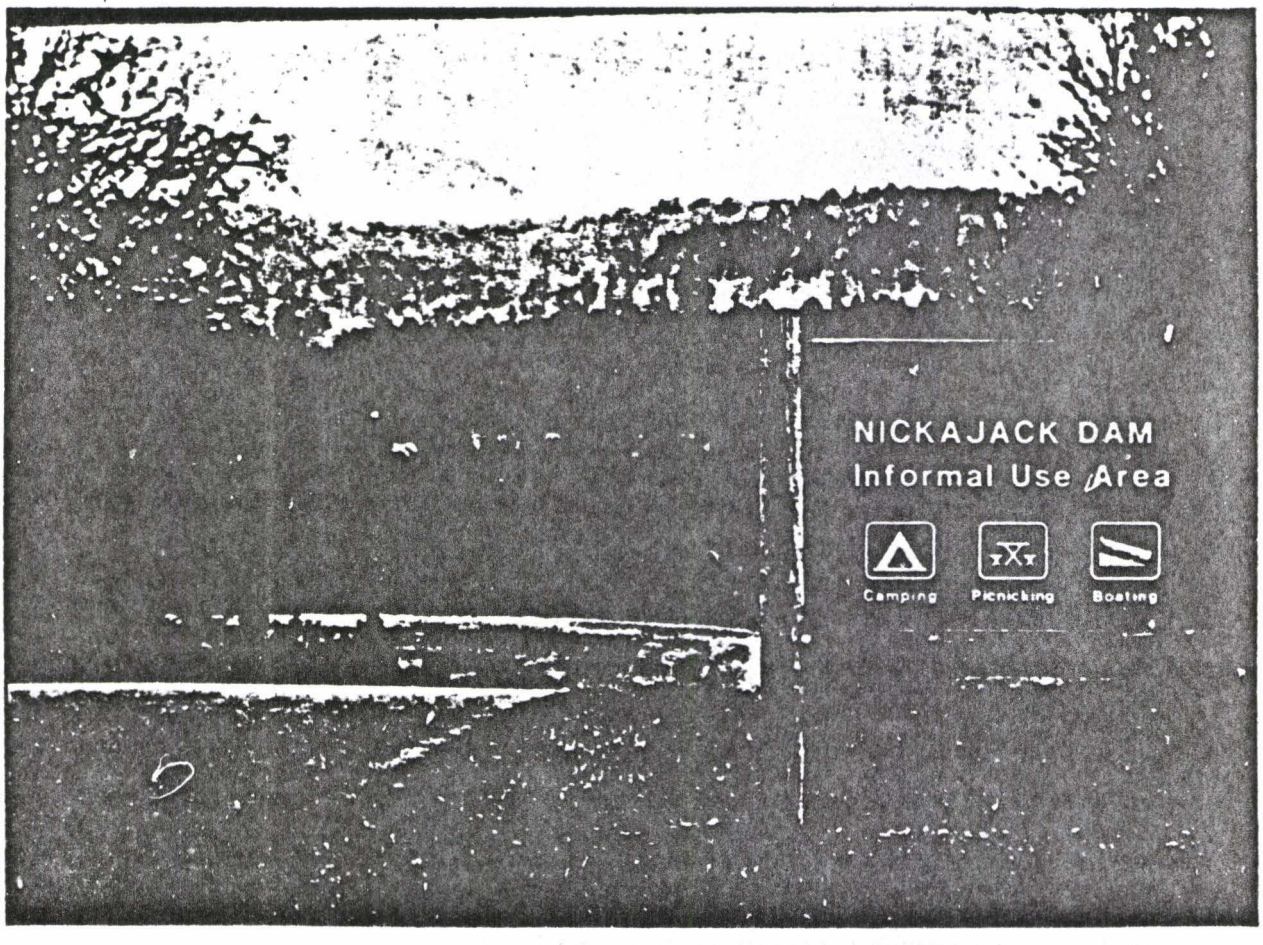
Public campground entrance sign and control gate (Shellmound Recreation Area).

Exhibit 6.


Registration Information
Please camp only in designated sites.
Set up your camp.
The manager will contact you to collect fee.
Nightly fee: $4.00 for 4 people,
$.50 each additional person.
Maximum 10 persons or 2 camping vehicles per site.
Check-out time 5pm-Enjoy Your Stay,
For your security
gates are closed 11pm to 8am
SLEEP AREA

Registration sign at public campgrounds (Shellmound Public Campground).

Exhibit 7.



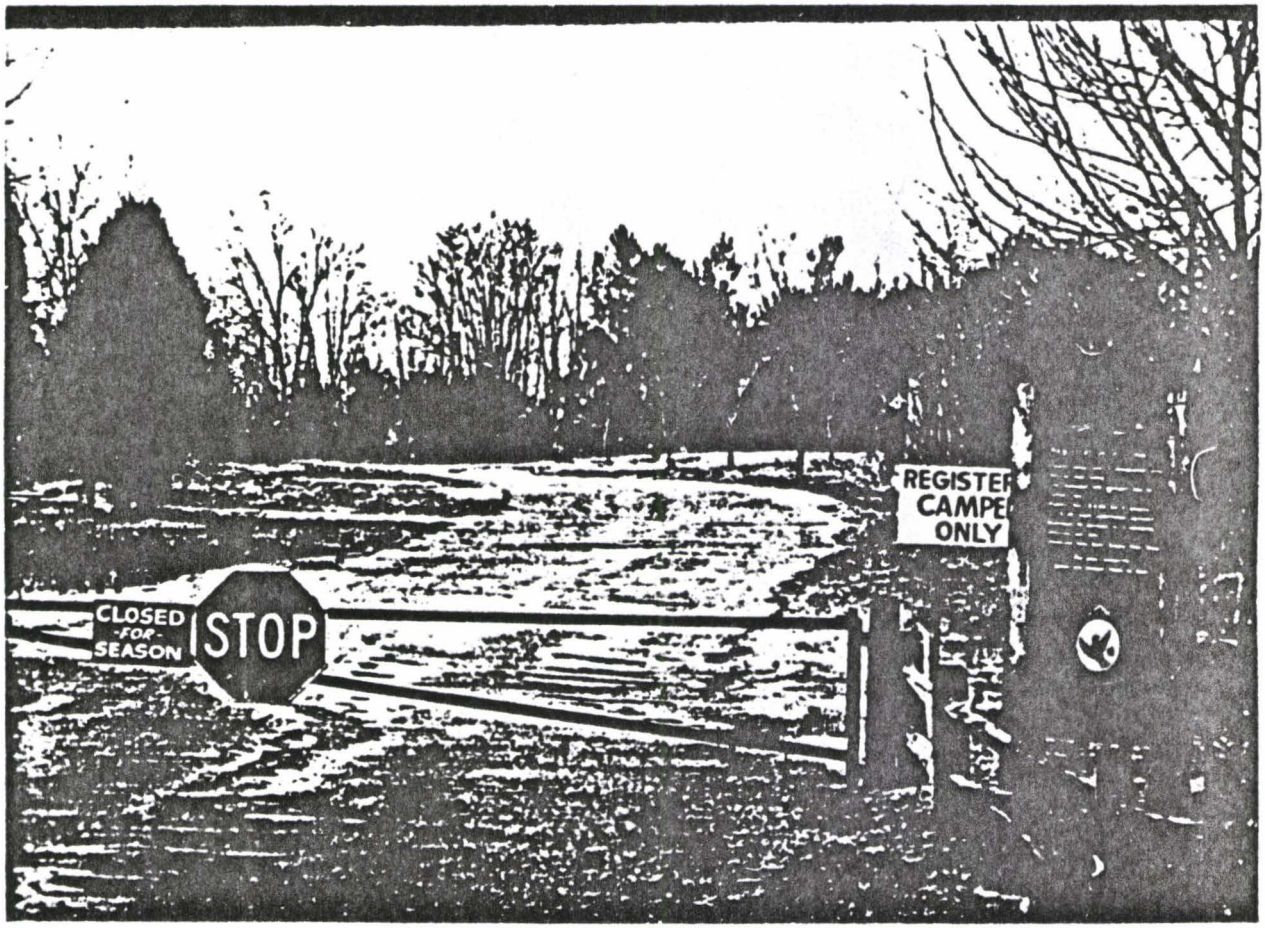
Informal use area entrance sign (Nickajack Dam Informal Use Area).

Exhibit 8.

Registration Information
Please camp only in designated sites
Set up your camp
The manager will contact you to collect fee.
Nightly fee: $3.00 for 4 people
$.50 each additional person
Maximum 10 persons or 2 camping vehicles per site
Check out time 8pm — Enjoy Your Stay
For your security gates are closed 11pm to 6am
Picnicking available at no charge

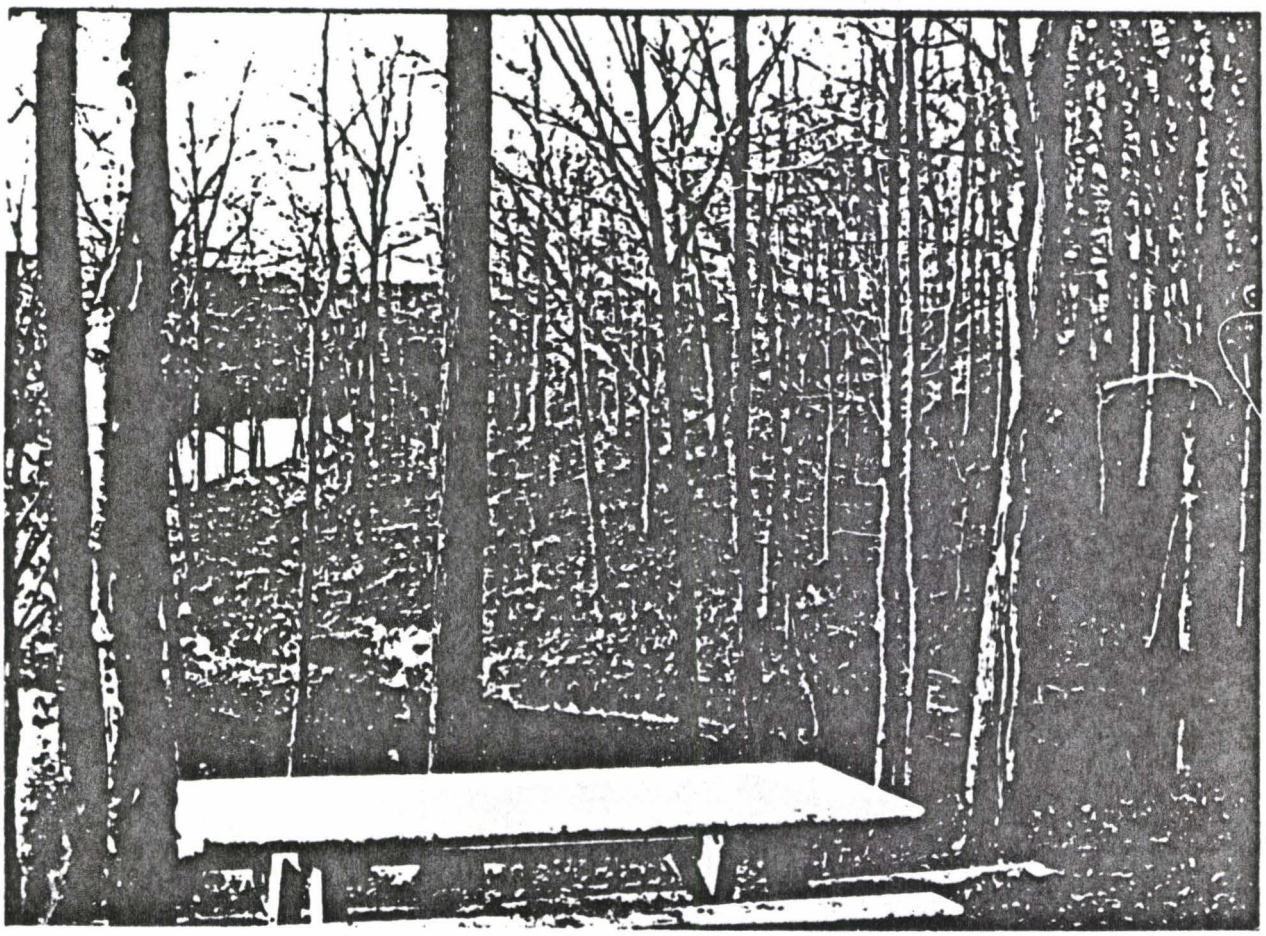
Registration sign at informal use areas (Nickajack Informal Use Area).

Exhibit 9.

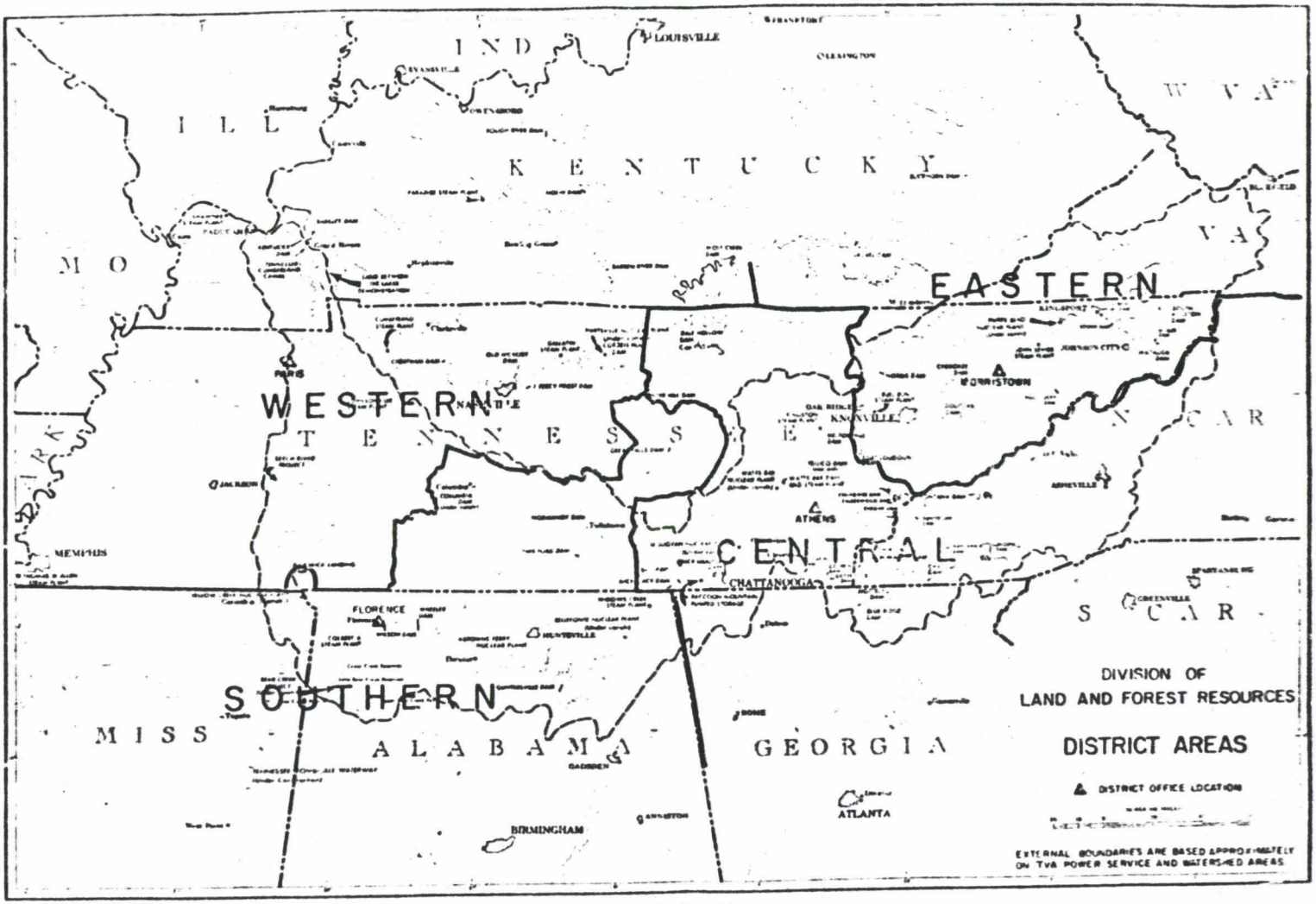


Visitor control gate (Shellmound Public Campground).

Exhibit 10.



Lantern burns visible on the trees in the left- and right-hand portion of photo (Watts Bar Dam Public Campground).


IND
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GEORGIA
LOUISVILLE
MEMPHIS
FLORENCE
CHATTANOOGA
KNOXVILLE
MORRISTOWN
ATHENS
BIRMINGHAM
ATLANTA
DIVISION OF
LAND AND FOREST RESOURCES
DISTRICT AREAS
DISTRICT OFFICE LOCATION
EXTERNAL BOUNDARIES ARE BASED APPROXIMATELY
ON TVA POWER SERVICE AND WATERSHED AREAS

Exhibit 11.

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